

**H.P. 1335 - L.D. 1850**

**Resolve, To Establish the Commission To Strengthen the Adequacy and  
Equity of Certain Cost Components of the School Funding Formula**

**Sec. 5. Duties. Resolved:** That the commission shall examine the reports and related work products presented to the Joint Standing Committee on Education and Cultural Affairs during the 126th Legislature as part of the independent review of the Essential Programs and Services Funding Act conducted pursuant to Resolve 2011, chapter 166 and shall develop a plan to strengthen the adequacy and equity of the following cost components included in the Essential Programs and Services Funding Act and other related education statutes.

**4. Regional cost adjustment for teacher salaries.** As part of the research and analysis of the cost components related to the regional cost adjustment for teacher salaries, the commission shall:

A. Collect and update school administrative unit data included in the regional adjustment for teacher salaries pursuant to the Maine Revised Statutes, Title 20-A, section 15682;

B. Recalculate the regional adjustments using the most recent teacher salary data available and conduct analyses using the 35 labor market areas currently included in the essential programs and services funding formula and using the 31 labor market areas developed by the Department of Labor; and

C. Conduct research and analysis of the strategies used in other states to address teacher salary gaps in school districts.

## Recommendations by Picus & Associates for Redesigning Maine's Teacher Salary Systems

*(An Independent Review of Maine's Essential Programs and Services Funding Act, Picus & Associates, 2013, p. 145):*

- ❖ Provide regional adjustments to teacher salary levels using Comparable Wage Index or Hedonic Wage Index.
- ❖ Compare Maine teacher salaries to similar labor market wages.
- ❖ **Increase teacher recruitment and retention with performance pay systems established at the state, not district, level.**
- ❖ **Develop state-level incentive programs for teaching in hard-to-staff geographic regions, subject areas or demographic student populations, including**
  - **additional incentives for effective teachers.**
  - **substantial recruitment efforts.**
  - **ongoing, state-funded analysis of incentive programs.**

### United States - 2013 Average Teacher Salaries

Rank	State	2013 Average Teacher Salary	Percent change, 2000 to 2013
1	New York	75,279	8.0
2	Massachusetts	73,129	14.9
3	District of Columbia	70,906	10.2
4	Connecticut	69,766	-1.4
5	California	69,324	6.4
6	New Jersey	68,797	-3.2
7	Alaska	65,468	3.1
8	Maryland	65,265	8.4
9	Pennsylvania	63,521	-3.8
10	Rhode Island	63,474	-1.3
11	Michigan	61,560	-8.2
12	Delaware	59,679	-1.7
13	Illinois	59,113	-6.9
14	Oregon	58,758	1.6
15	Ohio	58,092	2.6
16	Wyoming	57,920	24.2
17	Minnesota	56,268	3.4
18	Nevada	55,957	4.0
19	New Hampshire	55,599	7.8
20	Wisconsin	55,171	-1.9
21	Hawaii	54,300	-2.1
22	Washington	53,571	-4.5
23	Georgia	52,880	-5.7
24	Vermont	52,526	1.8
25	Iowa	51,528	5.7
26	Indiana	51,456	-10.0
27	Louisiana	51,381	13.6
28	Kentucky	50,326	1.2
29	Montana	49,999	13.9
30	Arizona	49,885	-1.1
31	Virginia	49,869	-5.8
32	Colorado	49,844	-4.4
33	Idaho	49,734	2.4
34	Utah	49,393	3.4
35	Nebraska	48,931	7.7
36	Tennessee	48,289	-2.7
37	Maine	48,119	-1.0
38	Texas	48,110	-6.3
39	Alabama	47,949	-4.4
40	South Carolina	47,924	-2.8
41	Missouri	47,517	-2.5
42	Kansas	47,464	-0.7
43	North Dakota	47,344	16.0
44	Florida	46,944	-6.5
45	Arkansas	46,632	2.2
46	New Mexico	46,573	4.7
47	West Virginia	46,405	-3.0
48	North Carolina	45,947	-14.7
49	Oklahoma	44,128	3.2
50	Mississippi	41,994	-3.5
51	South Dakota	39,580	-0.4
United States		\$56,383	-1.3

Source: National Center for Education Statistics, 2014.

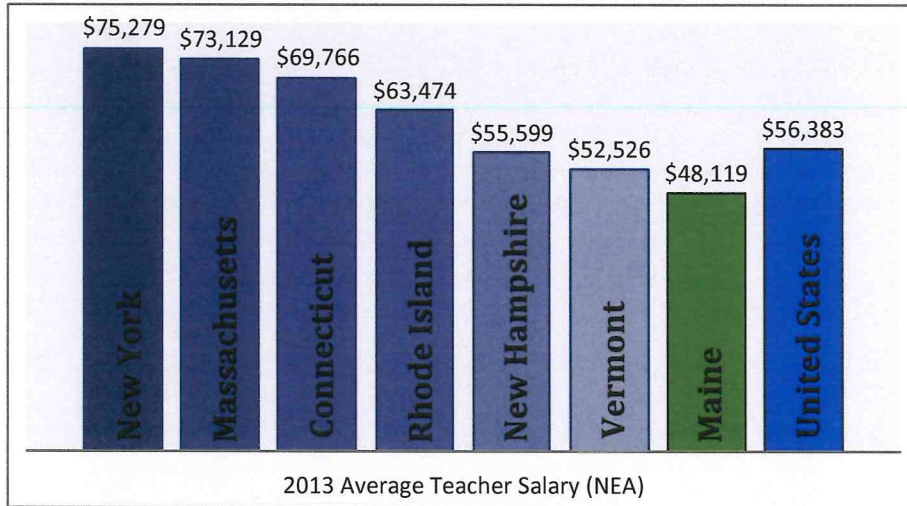
## United States - 2013 Average Starting Teacher Salaries

Rank - State	Average Starting Teacher Salary
1. District of Columbia	\$51,539
2. New Jersey	\$48,631
3. Alaska	\$44,166
4. New York	\$43,839
5. Wyoming	\$43,269
6. Maryland	\$43,235
7. Connecticut	\$42,924
8. Pennsylvania	\$41,901
9. California	\$41,259
10. Hawaii	\$41,027
11. Massachusetts	\$40,600
12. Delaware	\$39,338
13. Rhode Island	\$39,196
14. Louisiana	\$38,655
15. Texas	\$38,091
16. Virginia	\$37,848
17. Illinois	\$37,166
18. Washington	\$36,335
19. Alabama	\$36,198
20. Michigan	\$35,901
21. Vermont	\$35,541
22. Nevada	\$35,358
23. Florida	\$35,166
24. Kentucky	\$35,166
25. Indiana	\$34,696
26. Minnesota	\$34,505
27. New Hampshire	\$34,280
28. Tennessee	\$34,098
29. Georgia	\$33,664
30. Oregon	\$33,549
31. Wisconsin	\$33,546
32. Kansas	\$33,386
33. Iowa	\$33,226
34. Ohio	\$33,096
35. Utah	\$33,081
36. Arkansas	\$32,691
37. West Virginia	\$32,533
38. South Carolina	\$32,306
39. Colorado	\$32,126
40. North Dakota	\$32,019
41. New Mexico	\$31,960
42. Arizona	\$31,874
43. Maine	\$31,835
44. Oklahoma	\$31,606
45. Mississippi	\$31,184
46. Idaho	\$31,159
47. Nebraska	\$30,844
48. North Carolina	\$30,778
49. Missouri	\$30,064
50. South Dakota	\$29,851
51. Montana	\$27,274
<b>United States</b>	<b>\$35,953</b>

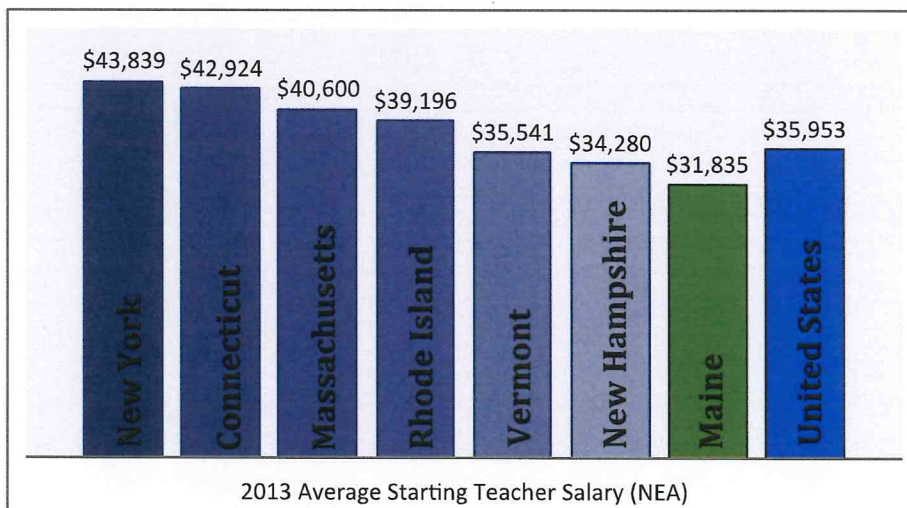
Source: National Education Association, 2014.



### Northeast 2013 Average Teacher Salaries



### Northeast 2013 Average Starting Teacher Salaries



## Statewide Minimum Teacher Salary Policies

Minimum Teacher Salary Policies in the United States:

Nine states have a statewide minimum teacher salary (National Council on Teacher Quality, 2014):

STATE	Minimum Salary
California	\$34,000
Montana	\$33,000
Idaho	\$30,500
Maine	\$30,000
New Mexico	\$30,000
Massachusetts	\$20,000
New Jersey	\$18,500
Illinois	\$9,000
Rhode Island	\$1,200

### ***Maine's Statewide Minimum Teacher Salary Policy***

In 1985, the Maine Legislature implemented a minimum salary schedule, **(20-A MRSA §13406)**.

In 2005, this was updated as a \$27,000 minimum starting salary beginning in 2006 then increasing to \$30,000 in 2007. The law also required the state to provide a subsidy to districts not meeting the minimum requirement, making up the difference between the locally negotiated salary and \$30,000.

In 2011, the state had provided approximately \$300,000, ranging from \$10 to \$31,000 to 37 districts with salaries lower than the required minimum.

In 2011, the Legislature (LD 1816) repealed the state's subsidy commitment starting in 2012. The current version (as 2014) of the law still requires districts to pay certified teachers the statutory minimum FTE salary of \$30,000

- ✚ Fifteen states (AL, AR, DE, GA, HI, LA, MS, NC, OH, OK, SC, TN, TX, WA, WV) have a mandated state salary schedule, although many of these policies allow for local increases. Three states (IN, MI, FL) have policy guidelines for locally-developed salary schedules.

## Statewide Minimum Teacher Salary Policies (cont.)

### Research Literature Findings

- ✚ Increasing minimum teacher salary statewide may increase out-of-state teacher recruitment, but this is a very small portion of the Maine teacher workforce (Picus & Associates, 2013).
- ✚ Most teacher labor markets are regional, and mobility is quite limited (Jaramillo, 2012).
- ✚ National evidence from empirical research indicates that statewide increases in the amount of a few thousand dollars do not necessarily improve teacher quality or reduce regional variation (Ballou & Podgursky, 1997; Ritter & Barnet, 2013).
- ✚ Research suggests that statewide increases in teacher pay of no more than a couple thousand dollars can incentivize upwardly mobile teachers to leave the classroom for administrative positions (Boal, 2005).
- ✚ International literature suggests that substantial salary increases that improve the supply and qualifications of the applicant pool improved the prestige of the teaching as a profession in Japan, Poland, South Korea and Finland (Barber, Mourshed & Whelan, 2007; Sahlberg, 2011).

## Performance-Based Pay for Educators

Performance-based pay schedules or merit-based compensation have been in practice in various professional fields for some time. Fundamentally, this method of payment incorporates compensation based on the employee's output or achievements. The method for determining the level of performance varies widely, even within single professions. Recently, education policy and reform leaders have been recommending that public education systems incorporate performance-based pay or merit-based compensation as a method for improving the teaching workforce and rewarding high quality professionals.

### Current Models in the United States

- Florida* Signed into state law in 2011, the "Student Success Act" requires school districts to administer assessments for each course offered to students, thereby providing data to incorporate student growth measures into the mandated instructional personnel and school administrator evaluation systems developed by each district.
- Kentucky* Senate Bill 1 passed in 2009 mandating public school education reform, including providing students with effective teachers and leaders. In 2010, the Office of Education Accountability commissioned a study of the state's teacher evaluation and compensation system and began a three-year initiative to develop alternative approaches. 2014 begins the statewide "no consequences" implementation of the "Professional Growth and Effectiveness System."
- Texas* Executive Order RP 51, signed in 2005, authorized the Commissioner of Education to establish a performance-based pay grant program for Texas public school educators. This initiative, the "Governor's Educator Excellence" grant program, began in 2006. In addition, HB 1 authorized two additional performance-based pay programs for Texas educators subject to comprehensive evaluations. By 2013, nearly 180,000 of teachers received bonuses costing \$392 million; the program was revised and funding reduced by 90%.

Other performance-based pay or merit-based compensation programs in the U.S. include:

Teacher ProComp - Denver Public Schools, CO

IMPACT - Washington, D.C.

Q-Comp - Minnesota

Tennessee Value Added Assessment System - TN



## Performance-Based Pay for Educators (cont.)

### A Maine Model - *Maine Schools for Excellence*

In 2010, Maine education leaders formally came together to explore ideas and practices surrounding teacher quality and performance-based compensation. The Maine Schools for Excellence (MSFE) began as a collaborative program between National Board for Professional Teaching Standards and six Maine public school districts using a five-year Teacher Incentive Fund (TIF3) grant from the U.S. Department of Education. In 2012, an additional TIF4 grant expanded the work to four more districts.

In this program, these districts are working to develop a Human Capital Management System that incorporates School Environment, Educator Preparation, Selection and Induction, Evaluation and Professional Growth as well as Recognition and Reward. The Recognition and Reward Program outlines opportunities for performance-based incentives tied to instructional, leadership and student achievement growth measures and is outlined in the MSFE report:

<http://www.maine.gov/doe/excellence/resources/msfemodelrecogandrewardprog20140103.pdf>

One district, MSAD 74, has incorporated performance-based wage opportunities as a permanent part of their collectively-bargained teacher compensation structure. More information about this system can be found in the Salaries and Performance Scale sections of the teacher contract:

<https://drive.google.com/file/d/0B65Q1g5WagVoNmkyelVwdU1wd1E/edit>

Several districts have incorporated a reward system in addition to their existing traditional salary scale, thereby allowing educators to earn bonuses based on performance measures. One example of this model is being implemented in the Lewiston Public Schools district, and more information can be found in their Performance System Guide:

[http://www.lewistonpublicschools.org/~lewschdept/media/news/Improving\\_Educator\\_Effectiveness.pdf](http://www.lewistonpublicschools.org/~lewschdept/media/news/Improving_Educator_Effectiveness.pdf)

More information about MSFE is available at the Maine Department of Education website:

<http://www.maine.gov/doe/excellence/resources/index.html>

#### TIF3 MSFE SAUs

Lewiston Public Schools  
Wiscasset School Department  
MSAD 24  
RSU 12  
RSU 55  
RSU 74

#### TIF4 MSFE SAUs

MSAD 11  
MSAD 44  
Millinocket School Department  
RSU 19

## Performance-Based Pay for Educators (cont.)

**Evidence from national and international research indicates:**

1. Performance-based compensation correlated with limited or no student achievement gains (Dee & Keys, 2004; Yuan et al., 2013).
2. Includes potential costs, such as cheating to increase student test scores (Murnane & Steele, 2007).
3. Improves teacher performance but may incentivize higher performing job openings and rewarded activities instead of harder-to-staff, higher-need positions (Lavy, 2004).
4. One study found that targeted merit pay for decreasing student dropout rates did decrease dropout rates, but school staff identified their next challenge as addressing the higher failure rates and lower daily attendance rates that rose when at-risk students stayed enrolled in school (Eberts, Hollenbeck & Stone, 2002)
5. Incentives tend to be seen as short-range motivation for teachers (Kelly, Odden, Milanowski & Heneman, 2000; Podgursky & Springer, 2006).
6. PISA scores in countries with performance-related pay structures are approximately one quarter of a standard deviation higher than countries without salary adjustments for performance (Woessmann, 2010).
7. Long-term empirical studies are few because many programs are discontinued or drastically reduced after a few years due to apparent lack of support or funding.

## Recruiting and Retaining Teachers in Hard-to-Staff Schools

It is evident that "some [Maine] SAUs continue to have difficulty staffing some schools or subject areas" (Picus & Associates, 2013, p. 145). This was confirmed in results from a survey conducted by MEPRI of Maine superintendents as part of the report, *Challenges Faced by Maine School Districts in Providing High Quality Education* (Silvernail & Linet, 2014). Respondents were asked to rank provided lists of 25 challenges, from the most to least challenging issue faced by their district. Each set of responses were also scored within a range of 1 - 4, with 4 indicating a major challenge and 1 indicating a minor challenge. Two challenges relevant to recruiting and retaining teachers in hard-to-staff schools are summarized below.

Challenge	All Districts	Rural Districts	Non-Rural Districts
Competitive Salaries and Benefits	9th issue, 2.77	5th issue, 3.03	15th issue, 2.46
Recruiting and Retaining High Quality Teachers	18th issue, 2.40	17th issue, 2.49	20th issue, 2.28

At least twenty states in the U.S. offer some type of incentive for teaching in hard-to-staff positions, including:

- tuition support,
- loan assumption programs,
- signing or annual bonus,
- housing credits,
- relocation funds,
- targeted recruiting funds,
- increased public relations campaigns,
- alternative or expedited certification pathways.
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### **A Model in Maine - *Blaine House Scholars Program***

For many years, the Finance Authority of Maine has offered a no-interest loan of \$1,500 per year, up to \$6,000, to Maine residents who graduated from a Maine high school or are teachers employed in a Maine school to pursue undergraduate or graduate education. The loan is awarded to applicants maintaining a minimum GPA. The loan may be paid in full upon completion of the educational program or repayed through teaching in Maine at a public school for four years or an underserved subject area or geographically isolated area for two years. No analysis or empirical study has been conducted on this program to date.

## Recruiting and Retaining Teachers in Hard-to-Staff Schools (cont.)

Evidence from National Research reflects the following :

- ✚ The most significant factors influencing teachers' job placement are *local amenities* available in the region (Loeb, Miller & Strunk, 2009; Tuck, Berman & Hill, 2007) and *working conditions* in the school (Darling-Hammond & Sykes, 2003; Barber, 2007).
- ✚ Most findings are either not linked to *student achievement* or demonstrate no positive correlation between student achievement and teacher incentive programs (Ladd, 2009; Anderson, 2011).
- ✚ Financial incentives can *reduce teacher turnover rates* in hard-to-staff subject areas and higher poverty schools by 17% (Clotfelter, Ladd & Vigdor, 2007) and *increase the supply* of teachers by 5% (Clotfelter et al., 2007; Fowler, 2008).
- ✚ Extending teacher recruitment into *teacher preparation programs* can provide important training as well as crucial support systems for new teachers choosing to fill the open positions in hard-to-staff locations (Hirsch, 2006). For example, Alaska's University for Alaska's Schools works with the University of Alaska's teacher preparation program to require *explicit training for teaching in rural remote schools*, report annual teacher placement, and conduct follow-up surveys of graduates about their of job selection choices.



## Recruiting and Retaining Teachers in Hard-to-Staff Schools (cont.)

### Evidence from Maine - Highly Qualified Teachers

However, the evidence from Maine does *not* suggest that a significant number of teachers in the state's public schools are underqualified, even in schools with higher rates of poverty (Maine Department of Education, 2011).

	Lower Poverty Schools*	Higher Poverty Schools*
Percent of Teachers who are "Highly Qualified"	98.5	97.5

\* Lower Poverty Schools are below and Higher Poverty Schools are above Maine state average rate of students eligible for free or reduced price lunch (Maine average in 2013 = 45%).

There are fewer Highly Qualified Teachers (HQTs) in the certification areas of Special Education, World Languages and English as a Second Language (ESL) and the highest rates of HQTs are in Elementary and Secondary Art, General Elementary, Secondary English Language Arts and Secondary Social Studies. This somewhat reflects the Northeast Teacher Supply (AAEE, 2008), which indicates that there are significant teacher shortages in this region of the nation in Special Education, World Languages and Sciences (does not report on ESL) and an abundant supply of teachers certified in Primary and Intermediate Elementary, Physical Education, Social Studies and English Language Arts.

### 2010 Maine Highly Qualified Teacher Rates (MDOE, 2011)

Certification Subject Area	Elementary (includes grades PK-8) rate of teachers identified as "Highly Qualified"	Secondary (includes grades 5-12) rate of teachers identified as "Highly Qualified"
General Elementary	99.2	
Art	99.4	98.6
English Language Arts		98.7
Social Studies		98.6
Math		97.6
Science		97.5
World Languages	92.0	94.8
English as a Second Language	96.2	91.7
Special Education	94.5	89.8

## Recruiting and Retaining Teachers in Hard-to-Staff Schools (cont.)

### Evidence from National Research - National Board Certified Teachers

- ✚ Students of National Board Certified Teachers (NBCTs) demonstrate higher achievement (Clotfelter et al., 2007; Vandevoort, Amerin-Beardsley & Berliner, 2004), especially low-income students (Cavalluzzo, 2004; Goldhaber & Anthony, 2007).
- ✚ It is important to note that these reports in literature highlight that this finding does not necessarily indicate whether the rigorous National Board Certification process improves teacher quality since the studies do not usually compare student results before and after the certification process. This finding only identifies that students in classes with NBCTs perform better than students of teachers who are not National Board Certified.
- ✚ U.S. Secretary of Education Arne Duncan provided guidelines from the Office for Civil Rights in an October 2014 "Dear Colleague" letter for the Excellent Educators for All initiative outlining teacher qualifications to include:
  - years of professional experience,
  - teaching in professional certification area, and
  - National Board Certification.

### Evidence from Maine - National Board Certified Teachers

There is evidence that a greater abundance of Maine's 167 active National Board Certified Teachers work in more affluent districts:

- 39% of NBCTs in Maine come from one of four lower poverty districts that had offered salary increases for NBCTs substantially higher than the MDOE allocation of \$2,750 (Falmouth, Five Town CSD, RSU 51 and RSU 75).
- The remaining 102 NBCTs in Maine work among 48 districts reflecting a Free/Reduced Price Lunch rate range of 6% to 80% and including all geographic locales.
- Approximately 1% of teachers in rural or city districts are NBCTs. Suburban and town districts include 2.6% and 5.3% NBCTs, respectively.

This data (MDOE, 2014) suggests that students in lower poverty school districts are more likely to have a NBCT, but there are NBCTs in all geographic regions and school districts of various poverty levels, sizes and geographic locales in Maine have few to no NBCTs.

	Lower Poverty District*	Higher Poverty District*
2013 Percent of Maine's National Board Certified Teachers	68%	32%

\* Lower Poverty Districts are below and Higher Poverty Districts are above Maine state average rate of students eligible for free or reduced price lunch (Maine average in 2013 = 45%).

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